

CASE STUDIES IN PUBLIC ADMINISTRATION

AN ANALYTICAL GUIDE

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PUBLIC ADMINISTRATION**
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JAIDEEP SINGH



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INDRAPRASTHA ESTATE, RING ROAD, NEW DELHI-110002**

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FOREWORD

IIPA initiated the programme of preparation of administrative case studies in 1961 and has since then brought out as many as 65 administrative case studies.

The studies were prepared with a dual purpose in view. On one side, they were expected to illuminate various facets and areas of public administration. On the other hand, they were expected also to be useful as material for training courses for administrators both at the time of induction and later on at various stages in their career.

While the output of the case study programme produced over the last two decades by the IIPA is certainly very large, the purpose which the case studies were meant to serve does not seem to have been fulfilled. It is doubtful whether they have been used by the administrators for gaining keener insight into administration. It is also disappointing to note that these studies have not been used very much by the training institutions. We tried to ascertain the reason why these case studies have not been used for the various training programmes. The general conclusion which emerges from the responses of various training institutions is that the case studies are far too long to be of any use in the training programmes.

This and other possible causes which account for the lack of use of these case studies for training were discussed by me with some of my colleagues at the IIPA. On the basis of these discussions, I cannot help feeling that the case studies prepared by the IIPA have not been used extensively for training in public administration not because of any inherent lack of merit in them (after all they were prepared with considerable care and effort) but because the necessary effort has not been made to give a chance to these case studies as training material. Apparently, their prolixity has deterred the trainer and has detracted from their use; but the mere fact that these case studies are lengthy should not be considered as an inherent defect. No doubt there is a temptation for the trainers to use shorter case studies running into a few pages especially those readily available in the field of business management.

These go handy for elucidation of principles of management enunciated in the textbooks of management and public administration. The fact that neither the principles nor case studies used to illuminate those principles have any bearing on the situations of Indian administration is often overlooked. This often results in training being unrelated to the situations and problems of Indian public administration. Indeed, these popularly used short case studies are no more than mere 'anecdotes', as the principles they are supposed to illuminate are no more than mere 'proverbs'.

The situation in Indian public administration and the process of decision-making, in the very nature of the case, are likely to be somewhat complex in nature and the case studies dealing with them are bound to be somewhat long. However, with some effort towards an analytical approach to these case studies, they would become an invaluable aid in illuminating diverse aspects of Indian public administration.

That is why I decided that the best way to encourage the trainers to use the case studies prepared at the IIPA would be to prepare a "trainers' guide" for the use of these case studies. I entrusted this work to my colleague, Dr. Jaideep Singh and I am glad that after a painstaking effort of going through these case studies and analysing them, he completed the work in time to be available for the Workshop on Case Studies which took place from April 22-24, 1982. The analytical guide as prepared now would not only be useful for the trainers but would also provide various hints to future case writers and thus be a basis for the development of further case study programme by the IIPA.

Between them the case studies produced already cover a vast field of public administration. They are case studies of successes as well as failures of public administration and they illuminate causes of success which could be replicated and the causes of failure which could be eliminated.

The two most important factors which have influenced administration in the post-independence period are development and democracy. Development has made it necessary to formulate striking new programmes and implement them through established or new agencies of administration. Deve-

lopment has also meant bringing into being new projects and organisations. Democracy raises the very important point of relationship between democratic and bureaucratic elements in administration. With the advent of panchayati raj the question of relationship between the two elements, often called 'official' and 'non-official' has become very important in field administration. Where imaginative political leadership is combined with dedicated administration, results are outstanding. On the other hand, conflict and tension between the two, results only in administrative frustration, bitterness and failure to achieve results.

The case studies prepared so far clearly bring out the impact of democracy on public administration.

A large number of case studies prepared so far, as could be expected, deal with the implementation of wide ranging development programmes at the field level, such as that of agricultural extension and development, supply of agricultural inputs, cooperative effort, housing programme, public distribution, family planning, etc. The success of these development programmes depends on coordination between various agencies, administrative leadership, community participation, inter-governmental and inter-personnel cooperation and healthy relationship between the elected and bureaucratic elements of administration. Often in the development programmes, the weaker sections suffer unless the administrative leadership is careful to see that their interests are safeguarded. Very often the location of development activity is guided more by political pressures rather than the crying needs of the masses of people.

Institutions like corporations and cooperatives established for purposes of development require high degree of skill in management as well as a great deal of dedication.

The problem of relationship between the official and non-official which arises in the working of panchayati raj institutions also arises in municipal administration where the municipal commissioners or other officers are unable to take the democratically elected councils with them. They find that even well meaning measures that they seek to introduce for expediting the working or for raising the resources or for improving efficiency fail if the elected

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councils don't support them. Obviously, the administrators can hardly spare any effort to get the full support of the elected bodies.

In the process of development, a number of new projects have to be established. Hence, 'project management' is an extremely important part of development administration. The projects have to be properly planned and located and their financing has to be taken care of. Once established, they have to be properly managed. Sometimes public sector projects are wrongly located or planned or even though initially well planned, are mismanaged later, leading to losses. A number of case studies illustrate how the projects could be established on a sound footing. They also show how they could be easily mismanaged and how strenuous efforts are needed to put them back on the rails. Often in the management of public enterprises there are interferences of various sorts which lead to losses. Management has to be strong enough to face these pressures and see that right decisions are taken.

Some of the case studies deal with the process of policy making. The process of policy making is not always rational. Sometimes sudden changes are made in public policies which adversely affect the economy.

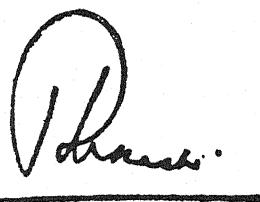
It is extremely important to elicit cooperation of workers in the management of enterprises. With innovative and imaginative approach, creative thinking and positive leadership, it is possible to evoke fuller cooperation of the labour which would be conducive to the attainment of outstanding results.

The breakdown of law and order has been a frequent phenomenon during the last thirty years. There are various facets of law and order situation and the causes are many, including caste antipathy, politicisation, etc. These situations are not effectively handled when there is a lack of confidence between different elements of administration like the district magistrate and the police or the university and civil authorities. It is of utmost importance that causes of breakdown of law and order are identified, anticipated and dealt with in a unified manner by administration.

Administrative success depends on proper attitudes.

Where bureaucratic behaviour is characterised by lack of sympathy and arrogance, there is bound to be a lot of dissatisfaction. Some of the case studies illuminate such bureaucratic behaviour and suggest needed changes.

It would be thus seen that the administrative picture as brought out by these case studies is kaleidoscopic in character. The efforts of Dr. Jaideep Singh in bringing out this guide to IIPA Case Studies would serve its purpose if it facilitates wider use of case studies for various purposes in public administration.



(P.R. DUBHASHI)
Director

NEW DELHI
JANUARY 1983

PREFACE

The Indian Institute of Public Administration initiated its case study programme in 1961 when a Committee on Case Studies was set up with Shri S.S. Khera, the then Secretary to the Government of India, Ministry of Steel, Mines and Fuel, as its chairman. The main objects of the programme as outlined by the Committee were : (a) to promote deeper and wider understanding of the functioning of Indian administration in its environmental and institutional framework, and (b) to build up a body of systematic knowledge about administrative processes in India. It was visualized that this would be of value for the teaching of public administration and for the improvement of administrative institutions, policies, programmes, practices and procedures.

So far, in pursuance of this programme, the institute has published 65 case studies—8 in its old series and 57 in six volumes in its new series. In the present work, entitled, "Case Studies in Public Administration—An Analytical Guide", each of the 57 case studies in the new series and 5 case studies from the old series (see Appendix) have been analysed under the following three headings :

1. The Case in Brief
2. Concepts to be Highlighted
3. Critique.

We are hopeful that this effort will facilitate the fuller utilisation of cases in the teaching of public administration and also be of value for potential writers of case studies.

The present Chairman of IIPA's Committee on Case Studies, Professor M.V. Mathur, has devoted much time, attention and effort to provide fresh impetus to IIPA's Case Study Programme. We are deeply indebted to him.

We are also extremely grateful to Shri P. R. Dubhashi, Director, IIPA and Project Director, Committee on Case Studies, IIPA, for providing the inspiration to take up the present project and for his continuing encouragement and guidance during the process of its completion.

Finally, we acknowledge with gratitude the excellent secretarial assistance rendered by Shri G.C. Tandon.

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JANUARY 1983

JAIDEEP SINGH
Reader in Behavioural Sciences

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ALLOTMENT OF PWD QUARTERS TO PANCHAYAT STAFF IN RAMPUR DISTRICT

The Case in Brief

The case describes the difficulties faced by the panchayati raj administration in dealing with the district administration in connection with the allotment of housing accommodation for its officials. The problem was finally resolved with the support of the chief minister by a decision of the State Panchayat Parishad which overruled the decision of the district collector.

Concepts to be Highlighted

1. Authority distribution between the institution of panchayati raj and the traditional district administration.
2. Hierarchy and status—district development officer *versus* the district collector.
3. Interorganisational insensitivity.
4. Interpersonal insensitivity.

Critique

The case provides good material for a discussion of the concept of authority distribution between panchayati raj and district administration.

The case could have been further improved if the emotional dimension had been given much greater importance. This can be done by depicting the feelings and mutual perceptions of the key participants. Their perceptions and emotions, if shared with the reader by quoting their own words, would provide a much better assessment of the tensions involved.

WHERE IS THE FUN IF WE DON'T USE POWER

The Case in Brief

The case depicts the play and consequences of interpersonal antagonism and power struggles within and between administrators and elected representatives at the district level.

Concepts to be Highlighted

1. Interpersonal antagonism and power struggles—
 - (a) antagonism between administrators;
 - (b) power struggle between elected representatives;
 - (c) antagonism and power struggle between administrators and elected representatives.
2. Hidden agendas in human relationships.
3. Ambiguity in distribution of authority *vis-a-vis* appointment/transfer of administrators.
4. Ambiguity in State policy *vis-a-vis* financial incentives for administrators.
5. Decentralisation of authority within the panchayati raj administration.
6. Concept of nepotism.

Critique

The case provides good material for a discussion of the concept of interpersonal antagonism and power struggles at the district level.

The case could have been further improved if the emotional dimension had been given much greater importance. This can be done by depicting the feelings and mutual perceptions of the key participants. Their perceptions and emotions, if shared with the reader by quoting their own words, would provide a much better assessment of the tensions involved.

Vol. I Case 3

DISTRICT PANCHAYAT ASSERTS FOR AUTONOMY

The Case in Brief

This case highlights the conflict between the democratic imperative of greater autonomy and authority for the institutions of panchayati raj if they are to serve public interest more effectively *versus* the interest of traditional public administration in preserving the *status quo*.

Concepts to be Highlighted

1. Democratic imperative of greater autonomy and authority for the institution of panchayati raj.

2. Interorganisational conflict—panchayati raj *versus* traditional public administration.

Critique

The case provides good material for a discussion of the importance of strengthening democracy at the district level.

Vol. I Case 4

THE DISTRIBUTION OF SUBSIDY TO THE ADIVASIS

The Case in Brief

The case portrays the organisational and administrative problems arising in a Taluka panchayat when its politically powerful president made it adopt different criteria for the distribution of agricultural subsidies than were laid down in the Government Resolution of the State. Until the panchayat's resolution was cancelled on the advice of the development commissioner, tension mounted and the work of the Taluka administration almost came to a standstill.

Concepts to be Highlighted

1. Interorganisational tension and administrative delay in decision-making due to conflicts at a policy level.
2. Conflict, in the short run, between economic growth and social justice.
3. Conflict between the principle of democratic decentralisation and the concepts of equality and universalisation, *i.e.*, similar treatment for similar categories of people in all regions.
4. Misuse of administrative machinery to fight political rivalries.

Critique

The case provides good material for a discussion of the dysfunctional role of policy conflicts for organisational-administrative effectiveness.

ASKING GOVERNMENT TO PAY FOR WATER SUPPLY SCHEME

The Case in Brief

This case is a good example of what one might call 'benign violence' towards the poorer inhabitants of a village suffering from water scarcity. For nearly seven years, the panchayati raj administration, the district administration and relevant departments of the state government are in communication on a scheme to lay a pipeline from a good source of water near the village, yet the scheme has still not been sanctioned.

Concepts to be Highlighted

1. Lack of responsibility, authority and accountability of specific organisations and individuals for provision of specific services—dysfunctional diffusion of responsibility.
2. Administrative delay.
3. Absence of political mobilisation at the village level is dysfunctional for economic progress.
4. Absence of a strong feeling of community solidarity is dysfunctional for the economic well-being and progress of the community and for the management of its resources both human and financial.
5. Dysfunctional role of the desire to get something for nothing *i.e.*, benefits without costs.

Critique

The case provides good material for a discussion of the dysfunctional effect of diffusion of responsibility. Interviews with some of the poorer inhabitants of the village would have further enriched the case.

BUILDING WATER WORKS IN TWO VILLAGES OF CHANDNAGAR DISTRICT

The Case in Brief

This case depicts the effective role played by the panchayati raj administration in providing water supply to two villages which had been suffering from acute water scarcity. It shows how the enthusiasm of elected representatives can motivate the participation of the people in improving the quality of their life, reducing their hardships and gaining the sense of self-esteem and pride that is the quintessence of self-reliant development.

Concepts to be Highlighted

1. Leadership role of elected leaders in mobilising participation of the masses in rural development.
2. Administrative leadership.
3. Interpersonal cooperation.
4. Interorganisational coordination.
5. Self-reliance in the development process.

Critique

The case provides good material for a discussion on political and administrative leadership at the district level.

Interviews with some of the poorer inhabitants of the two villages would have further enriched the case.

DISTRICT PANCHAYAT PLANS FOR AGRICULTURAL DEVELOPMENT

The Case in Brief

This case highlights the leadership role of a district development officer in visualising and implementing a comprehensive scheme to practically demonstrate to the mass of small farmers that utilisation of modern methods of cultivation increases agricultural production. The experimental demonstration arranged for the 1967 kharif crop was so successful that the resulting enthusiasm of the farmers

made planning for the future a regular feature of the district's agricultural development programme.

Concepts to be Highlighted

1. Administrative leadership.
2. Motivation of small farmers through practical demonstration on their own farms.
3. Importance of personal experience for modernising and transforming attitudes.
4. Importance of planning for the future.
5. Interorganisational coordination.
6. Incentives—financial, social and psychological.

Critique

The case provides very good material for a discussion on administrative leadership at the district level.

Interviews with farmers who had participated in the successful experiment and those who became enthusiastic subsequently would have further enriched the case.

Vol. I Case 8

SETTING UP OF A PRIMARY HEALTH CENTRE IN AMARPUR

The Case in Brief

This case explains the process of setting up a primary health centre in a village in Gujarat. Cooperation between administrators, elected representatives and the village community and the catalysation of the process of self-reliant development at the village level are the central features highlighted by the case.

Concepts to be Highlighted

1. Use of rational criteria for decision-making.
2. Mobilisation of community resources—human, financial and physical—for development.
3. Functional coordination between administrators and elected representatives.
4. Self-reliant development.

Critique

The case provides good material for a discussion of the concept of cooperation for development.

An interview with the president of the taluka panchayat would have further enriched the case.

Vol. I Case 9

THE LOCATION OF A PRIMARY HEALTH CENTRE IN KEKAWADA

The Case in Brief

This case portrays the struggle between two regions of Kekawada Taluka in Gujarat on the issue of the location of a primary health centre. Though justice and genuine need clearly required a decision in favour of the backward, much less developed 'Pachhatpur' region, the more politically powerful, much more developed 'Navtar' region got the decision made in its favour. The case is a good description of the political dynamics by which the stated mission of social justice—giving greater priority in development programmes to the weaker sections and the less developed regions—is ignored in reality.

Concepts to be Highlighted

1. Interregional conflict on the allocation of resources.
2. Political power *versus* social justice.
3. Unbalanced regional development.
4. Politics in decision-making and development.
5. Lack of ethics in politics.

Critique

The case provides good material for a discussion on the conflict between power and justice.

Some interviews with village members of both the regions would have further enriched the case.

UTILISATION OF SMALL IRRIGATION TANKS IN SUNDER SHEHAR TALUKA

The Case in Brief

This case depicts how dysfunctional bureaucratic rules and procedures result in serious underutilisation of resources. The specific issue discussed is the allocation of water for irrigation from five minor irrigation tanks. After panchayati raj came into existence, the administrative process was reformed and decentralised with the genuine problems and needs of the farmers in view. This caused a dramatic improvement in the productive utilisation of the irrigation resources enhancing greatly the area irrigated, the revenue earned and the satisfaction of one and all.

Concepts to be Highlighted

1. Negative role of dysfunctional, bureaucratic rules and procedures.
2. Administrative insensitivity to genuine problems of the potential and present beneficiaries.
3. Wastage of national resources.
4. Importance of panchayati raj—administration by the people—for administrative reforms, economic development and social progress.

Critique

The case provides good material for a discussion of the following topics :

Importance of administrative reforms, specifically, changes in bureaucratic rules and procedures, for development.

Importance of panchayati raj administration for socio-economic development.

RECLAMATION OF KHARLAND

The Case in Brief

This case describes the remarkable process by which a

group of very poor landless persons took the initiative of forming a cooperative farming society and contributing their labour to building an embankment for the purpose of reclaiming waste salt land and utilising it for agricultural production. The administration was generally responsive and supportive. Furthermore, the initiative, hard work and perseverance of the people enthused and motivated the district panchayat president to persuade the state government to start work on a major developmental scheme—extending an irrigation canal—to provide water for leaching the salt from the soil and to solve the community's serious problem of drinking water scarcity.

The case depicts how local initiative in development work can set up a chain reaction by which other developmental initiatives at the district and state levels are catalysed.

Concepts to be Highlighted

1. Principle of self help and cooperative effort—initiative by the people for their own development.
2. Positive spiral effect of self reliance in development.

Critique

The case provides good material for a discussion of the concept of self-reliance for development.

Some interviews with the landless labourers who became members of the cooperative society would have further enriched the case.

Vol. II Case 1

TRANSFER OF THE COLLECTOR OF MATSYAPURA

The Case in Brief

This case depicts the dynamics of pressures on the administration at the district level, particularly, at the time of national elections. The specific issue on which the case focuses is the politics involved in the transfer of a conscientious district collector who refuses to yield to the pressure of influential politicians, businessmen and corrupt subordinates to misuse the district's administrative machinery for manipulating votes for the ruling party and instead, tries to

serve the broader national interest in the manner expected of a person of integrity and patriotism.

Concepts to be Highlighted

1. Administrative integrity.
2. Politically impartial, ethical, socially committed administration *versus* politically biased administration.
3. Politics of administrative transfers.
4. Direct recruits of IAS *versus* promotees of State Civil Services.
5. Problems of performance appraisal and basis of promotions.
6. Demoralisation of administration.
7. Absence of conduct rules for politicians.
8. Dysfunctional effect of influential businessmen and politicians on the quality of administration.
9. Normlessness in the collection of funds for election expenses.
10. Problems of development of a mature democracy in India.

Critique

The case provides good material for a discussion of the politics of administrative transfers.

Vol. II Case 2

OF LOGS AND MEN

The Case in Brief

This case is a dramatic portrayal of the meaning of excellence in administrative leadership and behaviour. Had it not been for the integrity, courage and organisational-administrative efficiency of the district collector, the Adivasis of the Bhanupratappur tehsil in Bastar district would have sold their valuable timber to shrewd, unscrupulous contractors for a negligible fraction of the true market price. Administrative concern for social justice and the development of the weaker sections is forcefully brought out by the case.

Concepts to be Highlighted

1. Exploitation of weaker sections.
2. Importance of education for eradicating exploitation.
3. Excellence of administrative leadership and behaviour.
4. Importance of policy decisions, e.g., legislative acts, for administrative effectiveness.
5. Importance of the provision of operational services e.g., marketing of the timber, banking services like credit and saving accounts, etc.

Critique

This case provides very good material for a discussion on excellence in administrative leadership and behaviour.

Personal interviews with some of the affected Adivasis and timber contractors would have further enriched the case.

The reader would also have gained greatly if the psychological dynamics of the district collector's mind had been probed through personal interviews with him at various significant points in the case. Particularly, the dynamics of courage in spite of fear and anxiety could then have been explored more effectively.

Vol. II Case 3

RAILMEN'S COOPERATIVE BANK

The Case in Brief

This case depicts some of the problems to which cooperative institutions are prone. Specifically, the case relates to continuous mismanagement of a cooperative bank by the elected members of its executive committee. The temporary solution adopted was supersession of the committee and the appointment of a nominated Board of Administrators.

Concepts to be Highlighted

1. Composition of executive committee of cooperative institutions—ratio of elected to nominated members.
2. Dysfunctional effect of vested interests.
3. Dysfunctional effect of nepotism in personnel staffing.
4. Functional utilisation of secrecy in the process of

introducing major change in the structure of the organisation at the highest level.

Critique

The case provides good material for a discussion of the functional utilisation of secrecy in organisational/institutional development.

Vol. II Case 4

MUNICIPAL TAXATION—TWO CASE STUDIES

Two municipal authorities have been discussed. They are respectively : (i) Shilpa Nagar Notified Area Authority, and (ii) Koilapur Municipality.

Vol. II Case 4 (i)

THE SHILPA NAGAR CASE

The Case in Brief

The case depicts the problems involved when specific projects are started in an area without proper planning at the macro level. A Notified Area Authority was created to provide municipal services and coordinate development work but it failed to develop as an effective institution due to its leadership yielding to short run pressures for lower taxation rather than shouldering the responsibility of educating and mobilising a climate of opinion in favour of reasonable taxation so that substantial improvement of the area could be carried out.

Concepts to be Highlighted

1. Lack of systemic approach in project planning resulting in the growth of slums.
2. Need for an effective central coordinating agency for area development and township planning.
3. Dysfunctional effect of resistance and campaign against reasonable taxation.
4. Dysfunctional effect of political support to resistance campaign.
5. Gradual decline in autonomy of newly created Shilpa

Nagar Notified Area Authority.

6. Conflict between reasonable taxation with commensurate area development *versus* low taxation with negligible development work.

Critique

The case provides some insight into how the pressure of narrow, short run perspectives can retard institutional and area development.

A lengthy personal interview with the Chairman, Shilpa Nagar Notified Area Authority would have enriched the case.

Vol. II Case 4 (ii)

THE KOILAPUR CASE

The Case in Brief

This case depicts how the leadership of a municipal authority was able to achieve its objective of strengthening its financial resources by pointing to development works that had already been done and by providing a clear perspective of plans for the future. Administrative cooperation and concern for the long run development of the area are brought out by the case.

Concepts to be Highlighted

1. Administrative effectiveness, cooperation and commitment to development.
2. Holistic perspective—vision of development work required to be done in the future along with accurate assessment of what has already been achieved.
3. Importance of facts and figures in negotiations.
4. Importance of political support for the autonomy of local self-governing institutions.
5. Importance of administrative commitment to socio-economic development as against an attitude of impersonal neutrality.

Critique

The case provides insight into how administrators should

function to strengthen local institutions and raise financial resources for the long run development of the area under their jurisdiction.

Vol. II Case 5

REORGANISATION OF DISTRICT ADMINISTRATION IN A.P. (1967)

The Case in Brief

The case deals with the reorganisation of district level administration in Andhra Pradesh in November, 1967. Two years earlier, the State Administrative Reforms Committee had recommended that the central coordinating agency for implementing development programmes at district level should be the zilla parishad with an IAS officer, slightly junior to the district collector, as chief executive officer. The Committee on Estimates of the State Legislature in its 12th report for 1965-66 agreed that the local authority should be the zilla parishad but differed in that the chief executive officer should be senior to the collector and the collector should be under the chief executive officer's administrative control. It is interesting, therefore, how at the collectors' conference on April 12-14, 1967, the process towards a nearly complete reversal in organisational structure was initiated. A sub-committee set up for the purpose recommended that the district collector should be the central focus of administrative authority for coordination of development programmes at the district level and a six-member Development Board consisting of heads of departments was proposed at the state level for overall supervision. At the instance of the chief minister, the sub-committee was enlarged to include the Chairman, Cuddapah Zilla Parishad and Chairman, Telangana Regional Committee and requested to think further on the problem. The enlarged sub-committee presented its report on April 28, 1967. The original proposal of centralising powers in the district collector was modified to the idea of a three-member zilla Development Board with the district collector as chairman, and the chairman and vice-chairman of the zilla parishad as the other two members. Also, the state level development board was modified to

consist of secretaries to government and heads of departments in the role of *ex-officio* secretaries—the chief secretary was to be the chairman of the board.

On May 4, 1967, the district chamber of panchayati raj, Hyderabad held a meeting. The executive committee of the state chamber of panchayati raj met on May 6, 1967—sixteen out of twenty zilla parishad chairmen were present. Both these bodies were almost unanimous in their rejection of the main operational recommendations of the sub-committee's report. Their view was that it was wrong to create a parallel organisation of zilla development board, that the single authority should be the zilla parishad and an IAS officer could serve as its secretary on the pattern of the organisation of district administration in Maharashtra.

Later in the evening on May 6, 1967, a conference of chairmen of zilla parishads and some other panchayati raj functionaries was called by the minister for panchayati raj. At this conference, the chief minister spoke forcefully on the serious problem of inefficient implementation of development programmes and gave his support to the idea of zilla development board with the amendment that it should consist of only two members—the district collector as chairman of the board and the chairman, zilla parishad as the other member.

On July 18, 1967, discussion occurred on the reorganisation issue in the legislative assembly. There was considerable criticism that the proposed model of organisation would be authoritarian, would destroy people's initiative, cut at the roots of the principle of democratic decentralisation and would be a retrograde step making the district collector a virtual dictator. The chief minister emphasised that the purpose of the reorganisation was only to facilitate efficient implementation and not at all to destroy democratic institutions. On the contrary, effective implementation of programmes would strengthen the democratic institutions. He requested the members to give the reorganisation a trial.

On July 29, 1967, the cabinet generally approved the proposals contained in the second report of the sub-committee. Shri M.T. Raju, first member, board of revenue, who had been the chairman of the sub-committee, took over as

chief secretary on October 29, 1967. The approval of the chief minister was obtained and on November 3, 1967 the orders for the reorganisation of district level administration were issued.

Concepts to be Highlighted

1. Dynamics of the process of major reorganisation of administration at the district level.
2. Critical role of the chief minister in deciding the content of reorganisation.

Critique

The case provides useful insight into the process by which a major policy decision on organisational structure for district level administration was reached.

Vol. II Case 6

REVIVAL OF THE KORBA FERTILISER PROJECT

The Case in Brief

This case relates the process of negotiations by which the proposal for a fertiliser plant at Korba in Madhya Pradesh was revived. In the second half of 1963, the Fertiliser Corporation of India had begun work on a coal based fertiliser plant at Korba—and by the end of 1964, over half a crore of rupees had been spent. Two problems came up at this stage which soon brought the work to a standstill. The first was that the National Coal Development Corporation gave up its original plans to open a new mine in the area since the coal was inferior and there was already a surplus of coal in the market. Their alternate proposal for supplying coal was going to adversely affect the economics of the fertiliser plant. The second problem was that the Government of India was moving to the idea of naphtha based fertiliser plants as being more economical than coal based plants. This situation resulted in a crisis for the Madhya Pradesh State Government which was very keen on the project.

The chief minister took prompt action and communicated with the union ministry for industry, the union minister

for petroleum and chemicals, the finance minister and the deputy chairman of the Planning Commission. By August 1965, however, the Union Government decided to drop the proposal of the Korba Fertiliser Plant. Nevertheless, the State Government did not give up hope. Instead, it built up an excellent case for the revival of the project and pursued it vigorously. The state MPs took up the matter with the union minister, formally and informally.

Around this time the general economic environment began to change considerably due to the droughts that occurred in 1965 and 1966, the introduction of high yielding varieties of seeds and the devaluation of the rupee in June, 1966. Sharp upward revision in future projections of fertiliser consumption was made and the devaluation helped in tilting the balance away from naphtha based towards coal based fertiliser plants. By May 1967, the Union Government had requested the Fertiliser Corporation of India to reopen the proposal for the coal based fertiliser plant at Korba.

The FCI suggested a slight change in location, from the earlier east bank of the Hasdo river to the other side, *i.e.*, the western bank of the river. Apart from this, they wanted concessions in the tariff for power, assurance of water supply at reasonable rates, concession of sales tax granted to new industries, exemption from the demand for royalty on the coal that would be consumed in the plant and land for the site free of cost. The board of directors of FCI then appointed a sub-committee to look into the feasibility of the project with particular reference to the above facilities and concessions. In addition, it was asked to compare the Korba project with a similar project in another state. This was extremely disturbing to the Madhya Pradesh State Government.

The Madhya Pradesh Government worked with great speed and clarity of purpose. Everyone concerned functioned as efficient members of a team to achieve their mission of getting the fertiliser project for Madhya Pradesh. They were able to provide satisfactory facilities and concessions to the FCI and by August 1968, the Union Government also became keen to revive the Korba fertiliser plant.

Concepts to be Highlighted

1. Functional effect of clarity of purpose, unified intentionality and perseverance.
2. Teamwork, effective coordination at all levels.
3. Full involvement of the chief minister of the state along with other leading politicians.
4. Dysfunctional effect of unavailability of technically qualified personnel at the state level.

Critique

The case provides good material for a discussion of the concept of state initiative and perseverance in the revival of a major project.

Vol. II Case 7

MANAGEMENT OF A TRIBAL DEVELOPMENT CORPORATION

The Case in Brief

This case depicts the excellent manner in which a young IAS officer conducts himself in the role of chief executive of a tribal development corporation. Through his untiring efforts to make the corporation a more effective instrument for the welfare of the exploited tribals, he is able to stop the decline of the corporation's image and initiate a process of organisational development.

Concepts to be Highlighted

1. Exploitation of tribals—by money lenders, "land sharks", contractors and forest officials.
2. Resistance to exploitation.
3. Dysfunctional effect of inadequate authority.
4. Mismanagement of the corporation.
5. Dysfunctional effect of inadequate market intelligence.
6. Problems of interorganisational cooperation to achieve superordinate objectives.
7. Importance of public relations.
8. Process of organisational development.
9. Critical importance of the chief executive of the corporation.

10. Importance of political support.

Critique

The case provides good material for a discussion on the concepts of administrative leadership and organisational development.

Vol. II Case 8

BEAR WITH BEARINGS—A CASE STUDY OF A STATE PROJECT

The Case in Brief

This case portrays the struggles involved in executing an industrial project for the manufacture of Ball and Roller Bearings in Andhra Pradesh. The idea of setting up a plant with Japanese collaboration was initiated in December 1960. Eight years passed before the ground-breaking ceremony could be held. The plant started production in July 1970.

The negotiations during the eight years are described in the case. The Andhra Pradesh Industrial Development Corporation tried its utmost to find a reliable, competent private Indian party to share equal responsibility on the Indian side, with itself. Ultimately, however, this search had to be given up and the leadership of APIDC took the risk of moving ahead on its own.

Concepts to be Highlighted

1. Excellent leadership by technocrats.
2. Lack of suitable private entrepreneurs in India.
3. Long process of negotiations involved between conception and commissioning of a project.

Critique

The case provides insight into some of the problems that can be encountered in setting up an industrial project.

MANAGEMENT OF A MORIBUND COOPERATIVE SUGAR FACTORY

The Case in Brief

This case describes the process by which the Palakol Co-operative sugar factory in Andhra Pradesh was rescued from a state of near collapse and closure. The board of directors was replaced by an officer-in-charge. Though young and relatively inexperienced—only six years service in the IAS—this officer functioned with a rare degree of good judgement, courage and initiative. Within the short span of one year, the organisation was transformed into a highly successful effective enterprise.

Concepts to be Highlighted

1. Multiple Problems — dissatisfied creditors, suppliers and labour;
 - lack of leadership and cohesion among the Board of Directors;
 - extreme underutilisation of capacity, about 11 per cent only, during first three years.
2. Concept of Officer-in-charge.
3. Importance of personal visits by chief executive to creditors and suppliers.
4. Principle of management by persuasion and participation rather than management by force.
5. Excellent administrative leadership of a young officer.
6. Importance of political support for superior performance.
7. Process involved in the creation of a harmonious team.
8. Extremely rapid process of organisational development

Critique

The case provides very good material for a discussion of the concepts of excellent administrative leadership and organisational development.

Vol. III Case 2

MANAGEMENT IN CRISIS—NIZAM SUGAR FACTORY

The Case in Brief

This case describes the manner in which the newly appointed young managing director of the Nizam Sugar Factory in Andhra Pradesh took firm action to prevent further heavy financial losses due to inefficient management, surplus labour and poor organisation. After carefully diagnosing the factors and forces operating in the situation, he took and implemented the following three decisions:

- (a) dismissal of inefficient management staff;
- (b) creation of a voluntary retirement scheme to reduce the surplus labour; and
- (c) reorganisation of the company.

Concepts to be Highlighted

1. Multiple personnel problems
 - overstaffing
 - powerful labour union
 - inefficiency in management
 - extremely high wage bill.
2. Financial crisis—estimated loss for the year, if no action was taken, was calculated at over one crore rupees.
3. Careful diagnosis of forces, positive and negative, operating in the situation.
4. Fearless dismissal of inefficient managerial staff.
5. Utilisation of secrecy, uncertainty and surprise.
6. Complete avoidance of press publicity.

Critique

The case provides insight into the manner in which personnel problems of a company can be dealt with in order to improve its financial health and overall effectiveness.

THE RAISING OF WORKING CAPITAL BY THE NIZAM SUGAR FACTORY 1960-68

The Case in Brief

This case describes the difficulties faced by the Nizam Sugar Factory in raising financial resources to meet its working capital requirements and the outlay required for a modernisation programme.

Concepts to be Highlighted

1. Importance of planning for financial requirements well in advance.
2. Constraints caused by external institutions like the Reserve Bank of India and the State Government on the ability of a government company to raise financial resources.
3. Extremely difficult mortgage conditions imposed by institutions like the Life Insurance Corporation of India in giving loans.
4. Conflict between management prerogatives to make company policies, e.g., policy on dividends *versus* legitimate degree of influence of creditor institutions to shape such policies.

Critique

The case provides insight into the problems faced by government companies in raising financial resources for current requirements.

IMPLEMENTATION OF THE SCHEME FOR THE PRODUCTION OF HIGH-YIELDING SEEDS IN THE STATE OF MAHARASHTRA

The Case in Brief

During the years 1965-68, India embarked on dramatic expansion of its programme for the production and utilisation of hybrid seeds to increase its agricultural production. In particular, this case depicts the manner in which one

State, *i.e.*, Maharashtra, planned and implemented during 1966 its programme for the production of high yielding seeds of Jowar, Maize and Bajra. This programme was extremely successful. In fact, over seventy percent of the total hybrid seed production in the country during 1966-67 was produced in Maharashtra.

The case provides considerable understanding of the complexity of the planning and coordination process—vertically from the Union and State Government levels through the zilla parishad level to the level of the individual cultivator in the village and horizontally, with multiple organisations particularly, with the National Seeds Corporation.

Coordination of all the necessary inputs for the programme, *viz.*, foundation seed, fertiliser, insecticides, water, credit, trained staff in adequate numbers, access to technical guidance on many issues like land preparation, seed use, composition and dosage of fertilisers, pest control, irrigation and drainage, etc., and securing the cooperation of the cultivators was the multifaceted challenging task faced by the administrators of the programme.

The dedication, commitment and excellence of administrators and technical personnel in all the concerned organisations as well as the leadership role played by the chief minister in continuously setting high performance goals are especially highlighted by the case.

Concepts to be Highlighted

1. Complex process of planning, coordination, implementation, monitoring and review of a major developmental programme.
2. Dedication and commitment of administrators, technical experts and political leaders.

Critique

The case provides valuable insight into the administrative work required in the implementation of a major agricultural development programme.

Since the case is quite technical and rather long, two or three class sessions would be required and it would be more

appropriate to use it in courses whose purpose is to create better understanding of the process of administration for rural/agricultural development.

Vol. III Case 5

FERTILISER DISTRIBUTION FOR HIGH-YIELDING VARIETIES PROGRAMME (WHEAT)—1967-68— IN KANPUR

The Case in Brief

This case describes the administrative problems involved in the timely distribution of fertilisers and provision of credit for their purchase so as to enable Kanpur district to meet its target of having 110,000 acres under high yielding varieties of wheat during the *rabi* season of 1967-68. This target was about ten times the target for the previous year's *rabi* season.

The district collector showed much initiative and in some critical situations he took the risk of making decisions beyond his formal authority in the interest of ensuring that the fertiliser distribution programme does not get jeopardised.

Concepts to be Highlighted

1. Importance of clearly defined, specific, timebound targets.
2. Timely coordination of multiple inputs.
3. Importance of the development administrator's ability to take risks.

Critique

The case provides useful insight into the key role of the administrator's capacity to take courageous decisions to facilitate the effective implementation of development programmes.

Vol. III Case 6

THE EXPANSION OF AGRICULTURAL EDUCATION IN MAHARASHTRA

The Case in Brief

This case depicts the planning process involved in the expansion of agricultural education at the undergraduate level in Maharashtra during India's third five year plan. Particularly, it portrays the conflicts and problems in Centre-State relations in decision-making owing to different basic assumptions and perspectives.

Concepts to be Highlighted

1. Importance of trained personnel for the success of development programmes.
2. Importance of accurate data collection *via* empirical research for the planning process.
3. Importance of clarity *vis-a-vis* the basic assumptions underlying the planned targets.
4. Importance of interorganisational understanding and cooperation for the development process.

Critique

The case provides insight into the problems of Centre-State cooperation in the process of development planning.

Vol. III Case 7

FORGING AN INDUSTRIAL PROJECT

The Case in Brief

This case portrays the problems involved in the setting up of a new industrial undertaking for the manufacture of steel forgings in Andhra Pradesh. Though the license was given in 1956, the project was finally commissioned only in 1968. The case provides some insight into the causes underlying this unusually long gestation period.

Concepts to be Highlighted

1. Importance of key personalities and their relationships in public decision-making.

2. Problems resulting in long gestation periods of industrial projects :
 - (a) Complexities involved in raising financial resources for the projects;
 - (b) Difficulties involved in finding suitable private parties;
 - (c) Problems relating to the composition of the Board of Directors and the top management personnel;
 - (d) Problems caused by cost escalations;
 - (e) Problems caused by changing government regulations and market conditions.
3. Key role of the State Industrial Development Corporation in bringing an industrial project to fruition.
4. Critical importance of the leadership capability of the top administrators of any organisation.

Critique

The case provides insight into some of the causes underlying unduly long gestation periods of industrial projects.

Vol. III Case 8

THE CREATION AND ABOLITION OF THE POST OF DIRECTOR OF SOCIAL WELFARE

The Case in Brief

This case explains the process by which the post of Director of Social Welfare was created by a Union Territory in order to develop its social welfare programmes and institutions. A professional in the field of Social Welfare was obtained on deputation. Though he did much good work during the four years that he was in the post, some of his personalized methods of personnel recruitment and management as well as his general disregard for formal bureaucratic procedures in administration led to a situation in which his services were dispensed with rather than continued. The position of Director of Social Welfare was abolished and merged with the post of development commissioner which

was generally held by a member of the Indian Administrative Service.

Concepts to be Highlighted

1. Administrative system's negative reaction to an overpersonalized approach to personnel recruitment and management.
2. Administrative system's negative reaction to disregard for formal bureaucratic methods in administration.

Critique

1. The case provides some insight into the consequences and the reactions of the administrative system towards an overpersonalized approach in personnel recruitment and management and a general administrative style which disregards formal bureaucratic procedures.

2. A lengthy interview with the Director of Social Welfare portraying his emotional state after the abrupt termination of his services would have further enriched the case.

Vol. III Case 9

IMPLEMENTATION OF FAMILY PLANNING PROGRAMMES AT DISTRICT LEVEL

The Case in Brief

This case depicts the remarkable progress of the Family Planning programme in a district in Andhra Pradesh under the leadership of a young, enthusiastic District Collector. This officer was extremely committed to the view that population control was one of the two programmes—the other being the Green Revolution programme—which were crucial to the economic development of the nation.

Soon after he took over as Collector, he initiated a series of measures to accelerate the achievement of the Family Planning programme. These measures included a drive for increasing the membership of the District Family Planning Association, conducting an extensive research survey in the villages which revealed the general attitudes

towards Family Planning and the specific techniques preferred, celebration of a Family Planning Week and setting and achieving the target of about 3,000 vasectomies during the first three months of 1966. This was a great achievement since it was over six times the number of vasectomies done over the previous two years. Having captained this campaign successfully, the Collector resigned from the Presidency of the District Family Planning Association. Subsequently, the Family Planning work in the district almost came to a stop.

By November 1966, however, the programme picked up momentum again. A Family Planning Bureau was formed for each district, a District Family Planning Officer was appointed to work directly under the Collector, and Reviewing Committees were set up at the District and Block levels. At the District level, the Collector was the Chairman and the Chairman, *Zilla Parishad*, the District Medical Officer, the District Health Officer, Secretary, *Zilla Parishad*, the District Family Planning Officer, etc., were members. At the Block level, the *Samithi* presidents functioned as Chairmen and the Block Development Officers and the Primary Health Centre doctors were members. Regular reviews of the progress of the programme were started and the difficulties were tackled methodically. A system of monetary incentives for the operating doctor and his assistant, for the promoter and the patient was started. Wide publicity was given to popularize Family Planning which included film shows, talks and even door to door canvassing. The State Government also helped stimulate healthy competition by instituting prizes for the *Samithi* with the best performance. Targets for the Block were further split among Village Level Workers and Extension Officers. From November 1966 to August 1967, about 3,440 vasectomies were performed in different blocks. This figure contrasted well with the period April to November 1966 when only about 500 vasectomies had been performed.

A Family Planning fortnight was held in the latter half of September 1967 in which the target of 1,600 vasectomies was exceeded by 371. The Chief Minister wrote a congratulatory letter to the Collector.

About this time an adjacent district had set up a new national record of performing 323 vasectomies in one day.

This catalysed the idea of bettering this record and a one day camp was planned at a town called Jadcherla. Initially, the target was kept at about 600, i.e., double the previous record. Subsequently, this was raised to 1,000. Despite some discouragement from some middle level officials at the State headquarters, the dynamic Collector and his team of dedicated colleagues—officials, doctors and elected representatives—conducted the camp in a manner close to perfection. A new record, probably a world record, of 1,564 vasectomies in one day (from the midnight of 19/20 November 1967 to the midnight of 20/21 November 1967) was set. From all sides, there was tremendous appreciation for everyone associated with the District's Family Planning programme.

Concepts to be Highlighted

1. Excellence in administrative leadership and behaviour.
2. Remarkable example of cooperation between administrators, specialists and elected representatives.

Critique

The case provides very good material for a discussion of excellence in administrative leadership and behaviour and the possibility of harmonious cooperation between the general administrators, specialists and elected representatives in achieving a common mission.

Vol. IV Case 1

THE PROBLEM OF CAPITALISATION IN HPF

The Case in Brief

This case provides insight into the problem of deciding the optimum level of capitalisation of indirect expenses involved in the pre-production stage of a new project. Hindustan Photo Films Manufacturing Company Limited decided on a fifty per cent allocation for capitalisation and the remaining fifty per cent was treated as deferred expenditure. Probably, the optimum figure for capitalisation would have been somewhat higher. The case explains the various constraints and considerations that have to be kept in view in a decision of this nature.

Concepts to be Highlighted

1. Importance of the problem of capitalisation particularly in projects with long gestation periods.
2. Importance of planning for unexpected contingencies.
3. Nature of constraints and considerations involved in deciding the optimum level of capitalisation.

Critique

The case provides insight into the various factors involved in deciding the optimum level of capitalisation of expenditures incurred prior to a new enterprise getting into production.

Vol. IV Case 2

THE PRODUCT-MIX OF HINDUSTAN PHOTO FILMS MANUFACTURING COMPANY LIMITED

The Case in Brief

This case portrays the intricacies faced by a new company in deciding on the optimum product-mix particularly, in the context of a sophisticated product line, high technological inter-dependence between the production processes, considerations of market demand, profitability and skill formation, constraints of acceptance by the Government of India and the ability, willingness and economic return requirements of the foreign collaborators. The case depicts the sensitive nature of the discussions and how they finally resulted in a decision acceptable to all the parties concerned.

Concepts to be Highlighted

1. Importance of the problem of optimum product-mix particularly, for a new company.
2. Nature of constraints and considerations involved in the decision of optimum product-mix.
3. Sensitivity of the discussions, particularly, in the context of foreign collaborators.

Critique

The case provides insight into the constraints and considerations involved in the decision on the optimum product-mix for a new company and the delicate nature of the negotiations with the foreign collaborators.

THE LOCATION OF THE SYNTHETIC DRUGS PROJECT AT HYDERABAD

The Case in Brief

The case discusses the factors and circumstances that led to the location of the Synthetic Drugs Project at Hyderabad. Since the project was to be set up with Russian collaboration, a team of Russian experts was requested to advise on the appropriate location. Also, a Drug Project Location Committee was formed in the Planning Commission and asked to make a detailed assessment of the suitability of various locations and particularly, to keep the issue of balanced regional development and the claims of competing States in view when submitting their report. The case provides a good description of how various technical and non-technical factors play a role in a decision of this nature.

Concepts to be Highlighted

1. Importance of the location of large public sector projects for balanced regional development and national integration.
2. Role of technical and non-technical factors in the decision on the appropriate location for a project.
3. Nature and weightage of the technical and non-technical factors.
4. Competition between States for large public sector projects.

Critique

The case provides insight into the interplay of the various factors involved in the location of a large public sector project.

BANK FINANCE TO SMALL SCALE INDUSTRY: TWO CASE STUDIES

Case 4(i) Messrs. Utility Metal Works

The Case in Brief

This case depicts the kind of financial analysis that has to

be done by the lending agency, *i.e.*, a bank and the borrowing agency, *i.e.*, a new small scale concern to obtain funds to finance both fixed and working capital requirements. As a result of incorrect appraisal of the market, the proforma balance sheet and profit and loss statement for the first year of operation turned out to be much more optimistic than the actual reality. The positive relationship between the bank and the entrepreneurs, however, facilitated the concern in tiding over the difficult period.

Concepts to be Highlighted

1. Critical importance of empirical market surveys and research.
2. Critical importance of the relationship between the entrepreneur and the lending agency.

Critique

The case provides insight into the critical importance of empirical market research in the case of a new business concern in order to obtain an accurate picture of its financial viability and creditworthiness.

Case 4 (ii) Messrs. Hind Furniture and Appliances

The Case in Brief

This case shows the decline of a small scale concern after two years of relatively good performance owing to negligence and mismanagement by the promoter-proprietor and the consequent breakdown of relationship between him and the lending agency.

Concepts to be Highlighted

1. Critical importance of the character and managerial competence of the entrepreneur.
2. Critical importance of the relationship between the entrepreneur and the lending agency for the survival of a business concern.

Critique

The case provides insight into the decline of a small scale

concern owing to the entrepreneur's mismanagement and negligence.

Vol. IV Case 5

CASE STUDY ON THE TRANSFER AND EXPANSION OF THE FOUNDRY AND FORGE DIVISION OF THE VICTORY MACHINES LIMITED

The Case in Brief

This case describes the dynamics of the process by which the foundry and forge unit of the Victory Machines Ltd. was transferred to another location and a much larger foundry and forge division was established.

Concepts to be Highlighted

1. Coordination problems in keeping production going at the older location while erecting new machinery at the new location.
2. Importance of giving more attention to the human side of the enterprise. Thus, managerial thoughtfulness in providing transportation and canteen facilities for workers could have prevented the decline of workers' morale and the increased absenteeism.

Critique

The case provides insight into the problems involved in the transfer and expansion of a production unit at a new location.

Vol. IV Case 6

THE PRICE OF POWER FOR THE KORBA ALUMINIUM PLANT

The Case in Brief

The case describes the sensitive and lengthy negotiations involved in the determination of the rate at which power could be supplied to the Korba Aluminium Plant. Various considerations had to be balanced during the negotiations such as, the company's need for an economically viable project, the Madhya Pradesh Electricity Board's need to cover

its costs, the desire of the Madhya Pradesh Government to prevent the project from being abandoned or delayed or shifted to another State and thus to obtain the benefits of employment and industrial growth acceleration. Finally, the negotiations were fruitful and an agreement acceptable to all the concerned parties was reached.

Concepts to be Highlighted

1. Sensitiveness of negotiations in the pricing of infrastructural facilities for new projects.
2. Importance of mutual understanding and respect throughout the lengthy negotiation process required to reconcile the differing viewpoints of the multiple parties involved and to come to an agreement acceptable to all.

Critique

The case provides insight into the negotiation process by which multiple parties were able to come to a mutually acceptable decision.

Vol. IV Case 7

INDIAN VEGETABLE OILS LIMITED

The Case in Brief

The case describes the serious problems faced by a large commercial organisation, *i.e.*, Indian Vegetable Oils Limited, as a result of a sudden *ad hoc* ban on the export of edible oils and products by the Government of India. Even outstanding commitments were not allowed to be fulfilled. The General Manager of the company was thus confronted with the threat of losing international credibility as a supplier and also with the question of what should be the appropriate strategy for the company for the next year.

Concepts to be Highlighted

1. Critical importance of accurate information for policy formulation.
2. Critical importance of responsibly fulfilling agreed contracts in order to retain international credibility.

3. Inadequate dialogue between Indian Government and Business resulting in *ad hoc* decisions dysfunctional to India's prestige abroad.

Critique

The case provides insight into how *ad hoc* Government decisions can create serious problems for Indian commercial enterprises.

Vol V Case 1

THE CASE OF THE GHOST RATION CARDS

The Case in Brief

This case provides an excellent example of leadership behaviour in the improvement of the Public Distribution System of Jaipur District. The newly appointed District Collector gave first priority to the problem of adequate civil supplies and organized a remarkable campaign which was able to eliminate 1,40,967 false ration card units out of a total of 7,03,724. Thus, after the campaign, only 5,62,757 units were eligible for rations. This meant that 5,638 quintals of wheat per month and 1,127 quintals of sugar per month were prevented from flowing into the black market and could now be made available to the legitimate consumers, particularly, to the poorer rural consumers of Jaipur district.

Concepts to be Highlighted

1. Excellent administrative leadership.
2. Concern for public interest and eradication of public suffering.
3. Efficiency in planning, coordinating and implementing a massive campaign in a very short time.
4. Achievement of full cooperation of the Media, particularly the Press.
5. Achievement of full cooperation of the citizenry.

Critique

The case provides very good material for a discussion on excellence in administrative leadership, particularly, in the management of a time bound campaign.

THE BUS FARE RISE

The Case in Brief

Owing to the continuous rise in all operating expenses such as wages, diesel, maintenance, tyres, etc., and the increase of registration and licence fees and the latest decision of the State Government to charge a passenger tax in urban areas also, the financial condition of Bombay's bus service which had already suffered serious losses for many years was expected to substantively worsen unless an immediate fare revision was made. This case describes the process by which the new General Manager of BEST was able to protect the long run genuine interest of the public by obtaining a rise in fares and so by completely reversing the financial situation the organization could increase its fleet of buses and improve the quality of its service.

Concepts to be Highlighted

1. Irresponsibility of politically elected representatives towards administrative policy decisions required to serve the long run genuine interest of the public.
2. Appropriateness of the initial period of a new chief executive for taking a substantive policy decision.
3. Importance of public relations by the chief executive particularly, with his colleagues, the elected representatives and the press.
4. Importance of old service ties and friendships.
5. Importance of absolute personal conviction and determination on the part of the chief executive.

Critique

The case provides insight into the dynamics of political and social factors in the formulation of administrative policies.

THE ONE LAKH HOUSING SCHEME OF KERALA— A CASE STUDY

The Case in Brief

Towards the fall of 1971, the Government of India announced a scheme for the provision of house-sites to the really needy landless workers. The Government of Kerala enthusiastically adopted this scheme and improved it further with the innovation that along with the site a house should also be provided. Implementation of this massive development programme of providing 100,000 sites and houses was done in a decentralized manner with each of Kerala's 1000 panchayats responsible for 100 units. The case describes the process by which human, financial and material resources were mobilized and coordinated and how various difficulties during implementation were successfully overcome.

Concepts to be Highlighted

1. Visualization and achievement of a massive socio-economic development programme for the weakest sections of Kerala.
2. Decentralized implementation *via* panchayat bodies.
3. Mobilization of human resources for voluntary work.
4. Raising of additional financial resources through voluntary contributions.
5. Dedicated service by all the concerned administrators.

Critique

The case provides excellent material for a discussion on the process of successful implementation of a large scale State-wide development programme.

THE BIRTH OF THE IRON ORE BOARD : BACKGROUND AND THE PROBLEM

The Case in Brief

This case describes the process by which a new institution, *viz.*, the Iron Ore Board was created. Prior to this, there was

no central coordinating agency to ensure the integrated development of the iron ore resources of the country, to raise economic efficiency and to rapidly increase the level of production and exports. The entire process from conception to the creation of the Iron Ore Board as a registered society under the Societies' Registration Act took two years. The case discusses the detailed steps and time involved from the first note on the subject to the time when the Union Cabinet gave its approval to the proposal.

Concepts to be Highlighted

1. Importance of central coordinating agencies to plan and coordinate the optimal development of national resources in each major economic sub-sector.
2. Importance of the support of top administrators for the creation of a new institution.
3. Importance of perseverance for achieving results.

Critique

The case provides insight into the process of creation of a new institution.

Vol. V Case 5

INCENTIVES AND PRODUCTIVITY : A CASE STUDY OF PORT LABOUR

The Case in Brief

During the year 1967, India was suffering unprecedented drought conditions and foodgrain imports were more than doubled. The full utilisation of port facilities thus became imperative to prevent starvation deaths. The case describes how in one major national port which was being operated at fifty percent of its capacity, a creative administrator was able to end the stalemate with the labour union *via* the innovation of an incentive rate for increased productivity. All the concerned parties, *i.e.*, management, union and the Government of India were completely satisfied with the new scheme.

Concepts to be Highlighted

1. Importance of creative thinking for the effective solution of difficult problems.
2. Importance of economic incentives in increasing the productivity of human resources in the Indian context.

Critique

The case provides good material for a discussion on administrative ingenuity in finding an innovative solution to a management-union conflict.

Personal interviews with the Regional Director who proposed the creative solution and with some of the union leaders would have further enriched the case.

Vol. V Case 6

TRANSPORT ECONOMICS : A CASE STUDY

The Case in Brief

The case portrays the efforts of a State Road Transport Organization towards improving its economic effectiveness. After commencement of operations in 1947, it made profits for some years but after 1964 it went on making losses. Finally, in 1971, the city services were organized into a separate corporation while the district and long distance operations were continued departmentally. Only the long distance operations were making a surplus but by December 1971, even these began to show a deficit. By making a detailed technical analysis of the long distance routes and services, the utilization of the bus fleet was optimized and within one year, the negative trend was reversed.

Concepts to be Highlighted

1. Importance of detailed technical analysis for improving economic effectiveness.
2. Importance of full utilization of resources for profitable operations.
3. Importance of continuous review of operations and feedback from the public, operating staff and subordinate officers.

Critique

The case provides insight into how an organization can reverse a declining trend and improve its economic effectiveness by making a detailed technical analysis of its operations.

Vol. V Case 7

THE APPOINTMENT OF A LIAISON AGENCY BY A PUBLIC BODY

The Case in Brief

This case depicts the reversal of a policy decision by a public organization. The Commissioner of Sunder Nagar Municipal Corporation, after obtaining the sanction of the Standing Committee, had appointed a liaison agency on a reasonable commission basis to expedite the procurement of steel at controlled rates so as to facilitate the completion of some ongoing civic projects in good time and in an economic manner. Subsequently, however, this decision was criticised by the Municipal Councillors on moral and political grounds and though fully aware of the implications of not having a liaison agency *vis-a-vis* costs and completion time, the Commissioner got the earlier decision rescinded.

Concepts to be Highlighted

1. Dysfunctional role of non-economic considerations in public decision making resulting in higher costs and delays in the completion of projects and unnecessary hardship for the citizenry.
2. Dysfunctional consequences of inadequate public relations work by the Chief Executive with the relevant elected representatives.

Critique

The case provides good material for a discussion on why public organizations often function in an uneconomic and inefficient manner.

A personal interview with the Commissioner after he reversed his earlier decision would have greatly enriched the case.

APPROVING THE LOCATION FOR A CINEMA THEATRE

The Case in Brief

The case describes the dynamics of pressures that resulted in the transfer of the Commissioner of Sunder Nagar Municipal Corporation after his decision to grant permission for the construction of a cinema theatre on a particular site was severely criticized by the Municipal Councillors and also in the Legislative Assembly. Subsequently, the new Commissioner withdrew the permission granted by his predecessor.

Concepts to be Highlighted

1. Importance of sensitivity to popular feelings of the citizenry and the elected representatives *vis-a-vis* important decisions.
2. Dysfunctional consequences due to the neglect of expert advice.
3. Dysfunctional consequences due to the neglect of the principle of management by participation.

Critique

The case provides good material for a discussion of the dysfunctional consequences of a non-participative style of decision-making and management.

A personal interview with the Commissioner after his transfer would have greatly enriched the case.

A LAW AND ORDER SITUATION

The Case in Brief

The case portrays the breakdown of law and order that was catalysed by a lack of cooperation and clarity among the administrators and police officers responsible for proper management of the situation. It highlights the importance of mutual understanding between administrative colleagues, of clarity in their role relationships and in the distribution of authority and responsibility and the influence of non-verbal communications in the management of human resources.

Concepts to be Highlighted

1. Importance of common understanding of the strategic approach to be used in dealing with a difficult situation.
2. Importance of clear delineation of authority and responsibility.
3. Dysfunctional role of interpersonal discord and disharmony.
4. Importance of the role of non-verbal communications in human resources management.

Critique

The case provides insight into how an emotionally charged situation can result in a crisis owing to a lack of cooperation among the senior officials who were responsible for its proper management.

Vol. V Case 10

PROBLEMS OF STUDENTS' INDISCIPLINE AND LAWLESSNESS—CASE STUDY OF MAGADH UNIVERSITY (1967-72)

The Case in Brief

The case describes the problems of students' indiscipline, breakdown of norms of behaviour, intense rivalry between various caste groups of students particularly, Yadavas, Bhumihars and Rajputs, violence between themselves and towards teachers and administrators, suspicion and mistrust within and between the teachers and administrators and between the university authorities and the civil, i.e., district administration. As a result of such problems, the university atmosphere had become extremely tense and ultimately, on September 29, 1969, a serious riot was catalysed.

The case describes the development process by which the academic culture of the university was brought back to health and how the initial abnormal situation was replaced by a stable, normal situation marked by much greater interpersonal and intergroup rapport and cordiality.

Concepts to be Highlighted

1. Dysfunctional consequences of weak, ineffective, university leadership.
2. Dysfunctional consequences of caste prejudices, loyalties and favouritism.
3. Dysfunctional consequences of politicization of teachers and students.
4. Dysfunctional consequences of non-cooperation between university administration and the civil administration.
5. Dysfunctional consequences of inappropriate State government policies which inhibit the effectiveness of the local civil administration.

Critique

The case provides insight into the kinds of factors that combine to bring a breakdown of academic norms and culture in a university and also, the development process by which the university was brought back to health and normalcy.

Vol. V Case 11

GROUNDNUT OIL CRISIS 1963-64

The Case in Brief

The case describes the serious crisis in Gujarat in 1963-64 owing to an unprecedented rise in the prices of groundnut oil. The public, particularly the middle class and lower income sections, were put to considerable suffering. As a result of the ensuing public protest and political criticism, the Gujarat Government took a number of important steps to bring down the price and to ensure the availability of supplies.

Concepts to be Highlighted

1. Importance of timely Government intervention to ensure equitable availability of essential commodities at reasonable prices.
2. Importance of a well-developed State-wide public distribution system.
3. Dysfunctional consequences of an inadequate institutional structure for inter-State cooperation for mutual assistance and benefit.

Critique

The case provides insight into the kinds of measures that were taken by the Gujarat Government to meet the challenge of the groundnut oil crisis of 1963-64.

Vol. V Case 12

PROVIDENT FUND SCHEME FOR AIDED SCHOOL TEACHERS IN KERALA

The Case in Brief

The case provides an overview of the process by which a Contributory Provident Fund Scheme applicable to nearly a lakh of teachers in the State of Kerala was brought into operation.

Concepts to be Highlighted

1. Importance of holistic understanding of the multiple benefits of a new welfare scheme.
2. Importance of giving responsibility to an administrator with the right type of competence to ensure successful implementation of the scheme.
3. Importance of the participative style of management for effective interdepartmental cooperation to facilitate rapid implementation of the scheme.

Critique

The case gives insight into how a new welfare scheme was successfully brought into operation.

Vol. V Case 13

HARASSMENT TO A CITIZEN BY A CIVIC (?) SERVICE (?) DEPARTMENT

The Case in Brief

The case depicts the callous and insensitive way in which government bureaucracies sometimes function. As a result of irrational rules and insensitive officials, the family of a senior civil servant was deprived of water supply for about three days.

Concepts to be Highlighted

1. Complete absence of administrative sensitivity and concern for the welfare of the citizen.
2. Callousness and irresponsibility of junior officials.
3. Lack of adequate supervision and control by higher echelons of the administration.

Critique

The case provides good material for a discussion on bureaucracy's woeful lack of concern for good public relations and the day to day wellbeing of the citizenry.

Vol. VI Case 1

THE DRY DOCK PROJECT AT VISAKHAPATNAM

The Case in Brief

The earliest reference to the construction of a dry dock at Visakhapatnam port was in 1929. From then, until the foundation stone was laid by the Deputy Prime Minister on 10 December, 1967 was a long and difficult journey.

In 1951, the National Harbour Board which had been established to advise on the development of ports in the country studied the matter in consultation with the Union Ministries of Railways, Defence, and Works, Production and Supplies and recommended the construction of the dry dock. However, financial limitations prevented the project from being taken up.

In 1954, the Managing Director of the Hindustan Shipyard Ltd. at Visakhapatnam took the initiative and obtained the Government's green signal. In March 1955, the Ministry of Production communicated the sanction for a dry dock of size 600 ft. x 90 ft. x 26 ft at a cost of Rs 2.15 crores. However, after detailed designs had been prepared in 1956, capital budget provisions were substantially cut in 1957-58 by the Ministry of Finance and the project got derailed again.

In 1959, the Minister of State for Transport, renewed its interest in the project and requested the Managing Director of Hindustan Shipyard for revised detailed proposals. By this time the concept of a floating dock began to

get attention as an alternative to the original project because of its advantages of mobility and about fifty per cent less construction time and cost requirements.

At the winter session of Parliament in 1961, there was considerable criticism in both the Lok Sabha and the Rajya Sabha about the failure to make any progress towards the achievement of docking facilities at the shipyard in Visakhapatnam.

In December 1961, the Board of Hindustan Shipyard recommended the acquisition of a floating dock at an estimated cost of Rs 1.25 crores from Yugoslavia and the original conception of a graving dock project was given up. However, there was lack of enthusiasm in the Ministry of Transport towards the floating dock idea and ultimately, in May 1963, the Managing Director readvocated the original idea of the dry dock. In July 1963, the report of a Japanese team that had been requested for advice on dry dock facilities at Visakhapatnam, reinforced the dry dock idea as opposed to the floating dock idea. Finally, a larger dry dock of size 800 ft. x 125 ft. x 38.7 ft. capable of accommodating 57,000 DWT and costing Rs. 4.085 crores to construct was recommended by Hindustan Shipyard. This proposal received the sanction of the Ministry of Transport on July 21, 1967 and work on the project was started in October 1967.

Concepts to be Highlighted

1. Unnecessarily long gestation period of an important national project.
2. Lack of adequate inter-organisational understanding and coordination on the priority, urgency and necessity of the project.

Critique

The case provides insight into the kinds of factors that result in dysfunctionally long gestation periods for important national projects.

SETTING UP OF A PUBLIC SECTOR CORPORATION

The Case in Brief

This case describes the manner in which a public sector industrial development corporation was set up and its financial resources raised from an inadequate amount of Rs. 25 lakhs at the time of registration to a sum of Rs 5.6 crores in a little less than two years. The purpose of the corporation was to induce the promoters of new industrial projects to locate them in industrially underdeveloped areas. For this, it was necessary to offer about 20 to 30 lakhs as equity capital to the promoters. In order to do this in the light of its investment policy, the corporation required resources of at least Rs. 3 crores. The credit for putting the corporation on a sound financial footing so that it could perform its functions effectively goes to its Managing Director who was also the Deputy Secretary (Industries) in the State Government. By optimally utilising his inside knowledge of government plans and by tapping his social connections, he was able to raise the required financial resources.

Concepts to be Highlighted

1. Functional value of an administrator in a dual role—being simultaneously the Managing Director of the new corporation while retaining his role in the State government—for the setting up and the raising of adequate financial resources for the corporation.
2. Critical role of social connections in the achievement of the desired financial resources.
3. Critical role of the dynamism and persistence of the new organisation's chief executive.

Critique

The case provides insight into the process of raising financial resources for a new industrial development corporation.

A personal interview with the Deputy Secretary (Industries)/Managing Director would have greatly enriched the case.

THE ESTABLISHMENT OF THE INSTITUTE OF TECHNOLOGY AT THE BANARAS HINDU UNIVERSITY

The Case in Brief

The case explains the difficult process by which Banaras Hindu University was able to integrate three of its existing colleges, *i.e.*, the college of Engineering, the college of Mining and Metallurgy and the college of Technology into a new Institute of Technology which was to be run on lines similar to the prevailing Indian Institutes of Technology.

The proposal for the creation of the new Institute was first considered on December 2, 1967 and it was nearly three years later, on March 15, 1971, when it was finally established in a formal sense. During the negotiations with the government, the new Vice Chancellor of BHU, a former Union Minister of Education, played an important role.

Concepts to be Highlighted

1. Lengthy process of negotiations involved in the setting up of a new Institute in an Indian university.
2. Synergic benefits of integration of various college units into a larger holistic entity.
3. Critical role of key individuals in implementing the proposal for a new institute.

Critique

The case provides insight into the protracted and vacillatory nature of the negotiations involved in the creation of the Institute of Technology by the Banaras Hindu University.

MANAGEMENT-LABOUR CONFLICT AND MINIMAX

The Case in Brief

The case relates to a major conflict between the management of the Uttar Pradesh State Road Transport Corporation (UPSRTC) and its major recognized union representing over fifty per cent of the employees, *viz.*, the Roadways Karmchari

Sanyukt Parishad U.P. (Parishad). The key demands underlying the conflict were : (a) grant of bonus at the rate of 15 per cent for the year 1976-77, (b) fixation of higher minimum wages amounting to an increase of nearly 30 per cent in the corporation's wage bill. The initial negotiations could not resolve these crucial issues and the Parishad gave a notice in November of a statewide strike with effect from December 8, 1977.

There were two clear approaches open to the management —a hard, aggressive approach or a soft, negotiations approach. The financial cost of a strike would be about Rs. 11 lakhs per day and also there would be a number of other important consequences such as serious inconvenience to the public, vicious criticism in the press, governmental displeasure, damage to the career prospects of the corporation's management, law and order situation getting out of hand resulting in loss of life and property, long-term harm to the corporation by allowing the private operators to come into the scene in a bigger way thus facilitating their growth into a more powerful lobby in favour of arresting the process of nationalisation and even for pressing for denationalization of routes. Keeping all things in view, the corporation's management utilized the softer, negotiations approach and miraculously, on the eve of the day before the scheduled strike, *i.e.*, on December 7, 1967, an agreement was reached between the management of UPSRTC and the Parishad.

Concepts to be Highlighted

1. Superiority of the softer, negotiations, dialogue approach over the harder, aggressive, force approach.
2. Importance of not losing faith in the dialogue approach, *i.e.*, solutions can present themselves even at the last minute as long as open honest communications in the spirit of understanding, cooperation and mutual benefit are continued between the conflicting parties.

Critique

The case provides insight into how a major strike was averted in the nick of time due to both parties, management and union, following a dialogue approach to the resolution of

the conflict.

Vol. VI Case 5

THE MUNICIPAL MUDDLE

The Case in Brief

This case describes how a local government institution was interfered with by the State government because the ruling party at the State level was unable to secure a majority in the Municipal elections. After a period in which a Councillor of the opposition group was the Mayor, an independent was elected Mayor with the support of the ruling party. When there was a threat to this situation, the State government used its political and bureaucratic machinery to supersede the municipal council and appointed an Administrator. Subsequently, the High Court was moved by a Councillor of the opposition group and the order superseding the Council was cancelled. The principle of democratic rule at the local level was thus reinforced and the authoritarian tendencies of the State were checked—at least for the time being.

Concepts to be Highlighted

1. Misuse of political and bureaucratic machinery by the State to interfere with democratic processes at the local government level.
2. Functional role of the judicial system to facilitate the strengthening of democracy at the grassroots.
3. Functional role of some enlightened administrators in protecting and fostering local democracy.

Critique

The case provides insight into how State governments, sometimes, act against the long run interest of the nation by unfairly interfering with democratic processes at the local government level.

AUTHORITY AND CONFLICT

The Case in Brief

The case describes in considerable detail the intense state of tension that spread in a Municipal Council due to inter-personal antagonism and conflicts between the Commissioner who had been appointed by the State government and the President of the Council who was an elected non-official. The Council's organisational-administrative effectiveness declined rapidly. As a consequence, a vote of no-confidence was passed against the President by the Council. Some months later, the Commissioner was also transferred.

Concepts to be Highlighted

1. Importance of clear delineation of organizational roles and their relationships and the authority and responsibility inherent in each role.
2. Serious dysfunctional effect of interpersonal antagonism and conflict between top executives on the entire organization's morale and effectiveness.

Critique

The case provides good material for a discussion on the negative consequences for the whole organisation of interpersonal antagonism and conflict between executives at the top level.

DOCTOR'S DILEMMA

The Case in Brief

The case describes the situation of a municipality of a district headquarter town in the State of Haryana. Since 1971, the municipality had been superseded and had been under the charge of an Administrator. The present Administrator Mrs. Singh had taken over in March 1973. One of the problems faced by her was the ineffective health and sanitation services of the municipality. In order to improve these services, she persuaded the State government to depute an

officer from the State Health cadre for the position of Medical Officer of Health (MOH) in the municipality. For a few months, there was complete cooperation between the MOH and the Administrator. However, after a meeting on August 1, 1974 in which unnecessary insensitivity was shown by the Administrator towards the MOH, negative feelings developed between them. Subsequently, the MOH became increasingly alienated from the Administrator and the latter began to deal directly with the staff subordinate to the MOH. In mid-September, 1974, the MOH requested the State government for a transfer.

Concepts to be Highlighted

1. Importance of showing sensitivity to the feelings of subordinate officers.
2. Dysfunctional effect of the neglect of social relations after office hours *vis-a-vis* the resolution of interpersonal conflicts.
3. Failure on the part of the Administrator to make timely efforts to soothe the hurt feelings of the MOH and to prevent the cumulative growth of mutual alienation.

Critique

The case provides insight into the manner in which a single act of insensitivity can catalyse a cumulative growth of interpersonal alienation.

Vol. VI Case 8

PARTIAL MECHANIZATION IN A MUNICIPAL DEPARTMENT

The Case in Brief

For some time, as a result of rising population and an increase in the number and variety of properties in the city, the Triveni Municipal Corporation had been experiencing considerable difficulty in its tax collection efforts. Particularly, after 1955, when the single 'House Tax' was replaced by four separate taxes, namely, General Tax, Water Tax, Scavenging Tax and Fire Tax, the number of transactions to

be recorded increased so much that the whole procedure became extremely unwieldy and inefficient.

As a consequence, in early 1958, the Corporation decentralized the work of its various departments and for Assessment and Collection the area under its jurisdiction was divided into eight Zones. The actual assessment and collection work was entrusted to the Zonal Offices whereas the Head Office dealt mainly with policy issues and appeals from the taxpayers. Owing to inadequate supervision, however, corrupt practices began to flourish in the Zonal Offices.

The Assessor and Collector, Mr. Shukla, who was responsible for the work of the Assessment and Collection Department felt that an alternative to the manual system of maintaining accounts was urgently required. Under his leadership the Triveni Municipal Corporation became the first municipal organization in the country to introduce an Automatic Data Processing system to deal with its accounting and billing problems.

In 1965-66, the ADP system was experimented with in two Zones. The experiment was highly successful. In 1966-67, another Zone was included in the ADP project and in 1967-68, yet another Zone was included.

Along with positive benefits such as excellent tax collections, prompt billing, etc., the new system also resulted in some problems. Unfortunately, Mr. Shukla, who was convinced that full mechanisation was the correct strategy to deal with these problems, retired from service around this time. Subsequently, the Corporation reverted back to the obsolete, inefficient manual system.

Concepts to be Highlighted

1. Positive effect on organizational effectiveness of the introduction of modern scientific equipment and methods.
2. Importance of competent administrative leadership for the introduction of innovations.
3. Dysfunctional consequences of the lack of continuity in this leadership.

Critique

The case provides good material for a discussion on the

necessity and value of modern scientific equipment and methods for improving the effectiveness of public organizations and why attempts at innovation sometimes do not succeed.

Vol. VI Case 9

COLLECTION OF PROPERTY TAX

The Case in Brief

This case refers to the problems faced by a Municipality in the State of Haryana in the matter of tax collection. The Municipality had been superseded and on September 12, 1969 an Administrator had been appointed by the State government. One of the reasons given for supersession had been the incompetence of the Municipality in collecting taxes. Thus, in 1968-69, the percentage of collection against net house tax demand was as low as 14.84 per cent. During the following years, improvement took place in this regard and by 1972-73 the percentage of collection had risen to 40.80 per cent.

In July 1973, in order to improve the situation further, the Administrator took some additional steps which included the illegal measure of not restoring water supply to those who were defaulters *vis-a-vis* house tax payments even if they were not in arrears *vis-a-vis* water charges.

Shortly thereafter, the Administrator was transferred as S.D.O. of the Tehsil while simultaneously having to bear the responsibility of administration of the Municipality. Faced with increasing pressures on his time, he wondered what he could do to improve the tax collection system of the Municipality.

Concepts to be Highlighted

1. Critical role of incompetence and organizational inefficiency in retarding the development of participatory democratic administration at the local government level.
2. Dysfunctional effect on organizational efficiency of the lack of utilisation of modern scientific equipment and methods.

Critique

The case provides some insight into the problem and the causes and consequences of inefficient tax collection by a local government institution.

APPENDIX

DECONTROL OF FOODGRAINS IN 1952

The Case in Brief

In December 1941, for the first time, the Government of India imposed a control on prices of wheat to check the rising tendency of prices. Later, during the following years, controls were also established over supplies and movement. In December 1947, because of the insistent complaints from the public including producers, consumers and public leaders that controls had led to evils like black marketing, corruption and fraud, an experiment in decontrol was conducted. This experiment did not succeed and in September 1948 the controls policy was reimposed. In June 1950 even more rigorous controls were adopted. However, complaints against the policy of control of foodgrains had become more vociferous after September 1948. It was only after Shri Rafi Ahmed Kidwai took over on May 14, 1952 as Union Minister of Food and Agriculture that the Government of India moved towards a middle course between the two extremes of complete control and complete decontrol, an approach designed to be more effective for achieving the objectives of higher production and equitable distribution at stable, reasonable prices.

On June 6, 1952, relaxation of controls were successfully initiated in the State of Madras. Soon, other states proceeded in this direction of free trade. Bihar, Uttar Pradesh, West Bengal, Hyderabad, Madhya Pradesh, Madhya Bharat, Saurashtra and Mysore all went for decontrol of foodgrains before the end of 1952.

Despite conflicting attitudes and skeptical views, Shri Kidwai's unswerving faith in the essential soundness of the food position of the country enabled him to remove all irksome controls on food and turn the country's situation from scarcity to sufficiency.

Concepts to be Highlighted

1. Importance of timing for the implementation of any particular policy.
2. Importance of faith, perseverance and courage for

the process of policy formulation and implementation.

Critique

The case provides insight into how the policy of decontrol of foodgrains was successfully implemented step by step so that in a short period of about eighteen months, food became a decontrolled commodity throughout the nation.

Vol. II (Old Series) Case 2

GRANT OF EXTENSION TO THE INSPECTOR-GENERAL OF FORESTS

The Case in Brief

This case describes in considerable detail the problems relating to the grant of extension to the incumbent of the post of Inspector-General of Forests upon his reaching the age of superannuation. It also depicts the controversy and conflicts to which the issue gave rise between the Union Ministry of Food and Agriculture and the Union Public Service Commission.

Concepts to be Highlighted

1. Dysfunctional consequences of the absence of organisational and human resources planning.
2. Importance of fuller utilization of competent personnel.
3. Conflicting perceptions on what constitutes the best course of action *vis-a-vis* genuine public interest.
4. Problem of balancing public interest with service interest.

Critique

1. The case provides awareness of the high degree of autonomy and respect in which the Union Public Service Commission was held by the Government of India. It also depicts the beginning of the process of erosion of this favourable situation.
2. A personal interview with the Inspector-General of Forests would have greatly enriched the case.

THE EXPANSION OF THE BOKARO THERMAL PLANT

The Case in Brief

This case describes the process of decision-making in a regional administrative agency, *i.e.*, the Damodar Valley Corporation, for resource development within the framework of national planning and the relations of the Central government with the State governments of Bihar and West Bengal. Specifically, it relates to the problem of delay in the expansion of the Bokaro Thermal Plant as a result of multiple authorities being involved in the process of consultation and concurrence.

Concepts to be Highlighted

1. Dysfunctional consequences, *e.g.*, long gestation period for projects, due to multiple authorities being involved in the process of consultation and concurrence.
2. Dysfunctional consequences of mismatch between responsibility and authority.
3. Importance of future planning and accurate forecasting.

Critique

The case provides insight into the problem of long gestation of public sector projects.

THE PUBLIC HOSPITAL CASE

The Case in Brief

This case provides insight into the contrasting styles of inspection used by two different Inspectors during their tenure as heads of the Inspectorate of Offices. Specifically, the case describes their inspection of a public hospital run by the State government. The style of the first Inspector was impersonal and focussed on trivial matters of administrative routine. The approach of his successor was much more effective both in terms of the substantive content of his

suggestions as well as his method of developing harmonious relations with the senior officers of the hospital. Thus, through a process of dialogue the more important issues were diagnosed participatively and the motivation created for their effective implementation.

Concepts to be Highlighted

1. Contrast between two different styles of inspection—a clerical, impersonal approach *versus* a more effective, humanistic approach.
2. Enormous impact of individual background and personality in the approach used by an administrator in carrying out his official role.

Critique

The case provides insight into two contrasting administrative approaches to the inspection of public institutions.

Vol. II (Old Series) Case 5

THE BASIC ADMINISTRATIVE UNIT FOR DEVELOPMENT IN MYSORE STATE

The Case in Brief

The case describes the process by which the State of Mysore integrated into its ongoing system of decentralized administration at the taluk level the new innovation of blocks as basic units for planning and development. This change in the system of rural administration meant: (a) a new unit of action and administration; (b) a new function, *i.e.*, development; (c) a new category of functionaries, *e.g.*, Block Development Officer, Village Level Workers etc.; and (d) a new method, *i.e.*, Extension Education.

Concepts to be Highlighted

1. Importance of the problem of determining the best unit for planning and development.
2. Effectiveness of the State of Mysore in integrating the new innovation of blocks as the basic units for decentralized planning and development with the ongoing

system of administration.

3. Systematic delimitation of the entire State of Mysore into 268 blocks.

Critique

The case provides understanding of the process by which blocks as units for planning and development were institutionalised into the ongoing system of administration in Mysore State.

